

**Post Authorization Change Report**  
Columbia River Treaty Fishing Access Sites:  
**Celilo Village Redevelopment**  
**13 May, 2003**

**EXECUTIVE SUMMARY.**

The Celilo Falls and associated area villages have long served as the center of Native American fishing in the Columbia River Basin, and are collectively recognized as a National Register Site. The ancient Village in the Celilo area was a year-round home for many Native Americans, a seasonal home during the salmon runs for others, and a trade center, sacred fishing ground, and gathering place for the Northwest Indian Tribes. Several Federal projects severely impacted the traditional subsistence fishing and trade, including construction of the Dalles-Celilo Canal and the Bonneville Dam, and climaxing with the elimination of Celilo Falls with the completion and filling of the Dalles Dam and reservoir in 1957. The Federal Government built the existing Celilo Village as mitigation for these actions. The establishment of the current Village has a complicated and controversial past that has resulted in very poor living conditions for the established residents as well as the many Native Americans that visit and live temporarily at this location during different times of the year.

Numerous Tribal, Federal, and state interests have sought ways to improve living conditions at Celilo Village. The Confederated Tribes of the Umatilla Indian Reservation (CTUIR) conducted a “Celilo Village Redevelopment Study” (CTUIR 1998) that has served as the impetus for making Village improvements. The purpose of this report is to provide the necessary documentation for the United States Army Corps of Engineers (Corps) to develop and implement a comprehensive improvement plan for Celilo Village. The original residents were moved to their current location as a result of numerous Corps actions related to Federal Columbia River water resources development. The ultimate goal is to redevelop Celilo Village to improve conditions for both the residents and the Tribal members who use the site for Treaty Fishing and related cultural purposes.

This Post Authorization Change (PAC) report recommends redeveloping Celilo Village in conjunction with the Columbia River Treaty Fishing Access Site (CRTFAS) project, and requests that the Administration consider authorization of the project. The report recommends a specific plan for improving Celilo Village and provides justification for implementing this plan as part of the ongoing CRTFAS project. The specific recommendations are to (1) change the CRTFAS project authorization to include Celilo Village redevelopment, (2) improve the infrastructure of Celilo Village, (3) replace the current substandard residential housing, (4) transfer adequate Operation and Maintenance (O&M) funds to the Department of Interior, Bureau of Indian Affairs (DOI-BIA) for specific O&M of Celilo Village, and (5) reestablish the Wyam Board to provide a Village governance structure. The estimated total project cost is \$13,238,000 with an annual Operations and Maintenance cost of \$132,000 (See Table A-1).

Figure 1 provides an aerial view of the existing Celilo Village, the Celilo Park, and the Celilo Treaty Fishing site. The Village is located about 7 miles east of The Dalles, Oregon adjacent to US Interstate I-84 and the major railroad line on the south bank of the Columbia River. The highway and railroad separate the Village from the existing Celilo CRTFAS site and the Celilo Park located along the Columbia River.

Celilo Village consists of approximately 34 acres of land, held in trust for the Confederated Tribes of the Umatilla and Warm Springs Indian Reservations; the Confederated Tribes and Bands of the Yakama Indian Nation; and the other Columbia River Indians, by the United States of America, under the jurisdiction of the BIA. Celilo Village currently supports 13 dwellings and approximately 50 people, with most living at or below poverty level. The residents' primary source of subsistence is derived from the Treaty Fishery. In its current state, Celilo Village lacks adequate sanitary and water systems, resulting in public health and safety problems that concern Federal, Tribal, state and local health officials. [See (Legal) Appendix E for a detailed historical perspective.]

The recommended plan for Village improvement includes facilities typically provided at other CRTFAS sites: complete water and sewer systems, roads, fencing, fish drying sheds, restrooms, safe railroad crossing, temporary camping facilities, and a ceremonial gathering place (improvement to the existing longhouse). The layout of the existing Village is provided in Figure 2. Figure 3 provides a conceptual plan for the recommended improvements. This recommended plan was developed in coordination with the Treaty Tribes, the BIA and the Celilo Village residents through a series of meetings and workshops. It is estimated that the improvements could be completed a year and a half to two years after authorization.

Comparing the existing Village to the new conceptual plan shows that land use changes are minimal. In the new plan, the 34 acres are better utilized to provide safe and sanitary water and sewer facilities, ensure decent residential conditions, and enable traditional cultural activities associated with fishing. Since land use changes are minimal, the environmental disturbance and long-term impacts are also minimal. Appendix F includes the Environmental Assessment (EA) and the Finding of No Significant Impact (FONSI).

The plan also recommends removing the current substandard housing and replacing it with "decent, safe and sanitary" housing comprised of manufactured homes on permanent foundations. In conjunction with infrastructure improvements, it will be necessary to comply with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 as amended (P.L. 91-646). (See Appendix B for a description of the Real Estate Plan.) It is anticipated that the Corps' Celilo Village redevelopment activities will displace the current residents from dwellings on either a temporary or permanent basis. These activities will necessitate acquisition of privately owned dwellings, replacement of impacted federally owned facilities (dwellings) and payment of compensation and relocation benefits. There are 8 privately owned dwellings and 6 Federally owned facilities. It is anticipated that the Corps will provide 14 residential units. The final count will depend on the status of legal residents as defined by the BIA, in consultation with the

Tribes. No land acquisition is required for the project, as all lands are owned by the United States of America and are under the jurisdiction of the BIA.

FIGURE 1. Celilo Village and Related Facilities

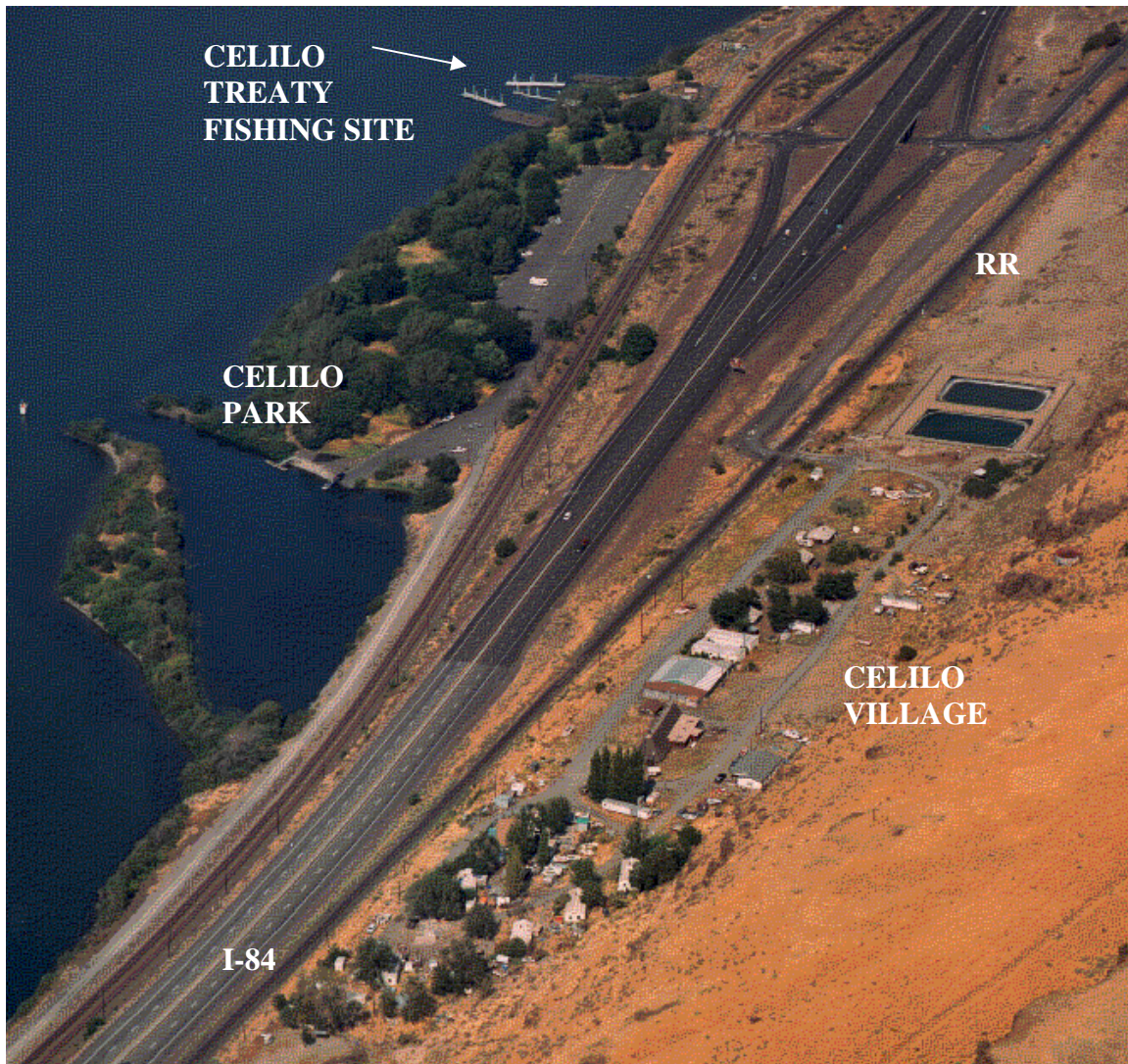




FIGURE 2. Celilo Village – Existing Features

# Celilo Village: Existing Features

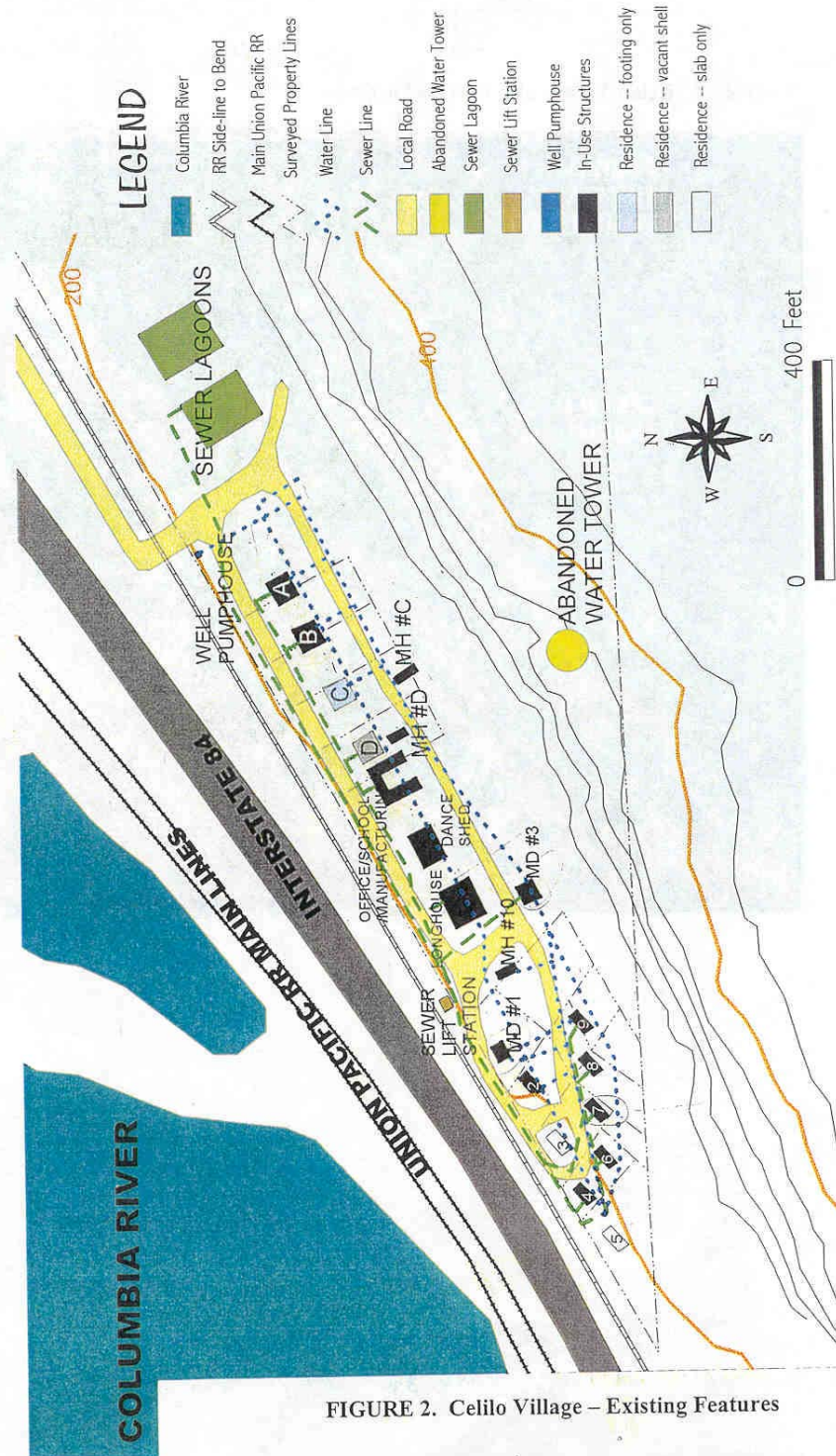


FIGURE 2. Celilo Village – Existing Features

FIGURE 3. Celilo Village Redevelopment Plan (Conceptual Plan)



## **1. DESCRIPTION OF AUTHORIZED PROJECT**

The CRTFAS Project, authorized by P.L. 100-581, as amended (see discussion beginning on Page 10), consists of acquisition, improvement, rehabilitation and transfer of thirty-one sites to the DOI-BIA. These sites are located in Oregon and Washington on the Bonneville, The Dalles and John Day pools. The project provides fishing access to the Columbia River for the four Treaty Tribes (Nez Perce Tribe, Confederated Tribes of the Umatilla Indian Reservation, Confederated Tribes of the Warm Springs Reservation, Confederated Tribes and Bands of the Yakama Indian Nation). Improvements include, but are not limited to camping and park facilities to the same standards as those provided by the National Park Service; all weather access roads and boat ramps; docks; sanitation; fish cleaning, curing and ancillary fishing facilities; electrical and sewage facilities; and landscaping.

At the time this report was released, 28 of the 31 CRTFA sites have been completed. One site has been acquired on the Bonneville Pool, and design will be initiated in FY 04. Efforts to acquire the two final additional sites on the Bonneville Pool are underway, with the completion of these sites to be determined.

The intent of this PAC report is to recommend including the Celilo Village as part of the CRTFAS project. This report specifically addresses the infrastructure and residential improvement and operations and maintenance necessary to improve the Village.

## **2. JUSTIFICATION FOR CHANGE**

This section presents the justification for adding Celilo Village to the CRTFAS project, the justification for Corps involvement, and the authorities for the proposed actions. A detailed presentation of the legislative history is provided in Appendix E.

### **2.1 Problems and Needs**

The CRTFAS authorization recognized the need to provide adequate fishing access and associated facilities for the Treaty Tribes as mitigation for the Columbia River dams.

The Celilo Falls and associated area villages have long served as the center of Native American fishing in the Columbia River Basin. The ancient Village in the Celilo area was a year-round home for many Native Americans, a seasonal home during the salmon runs for others, and a trade center, sacred fishing ground, and gathering place for the Northwest Tribes. Several Federal projects severely impacted traditional subsistence fishing and trade, including construction of the Dalles-Celilo Canal and the Bonneville Dam, and climaxing with the elimination of Celilo Falls with the completion and filling of the Dalles Dam and reservoir in 1957. The Federal government built the existing Celilo Village as mitigation for these actions. The current state of the Village is deplorable and living conditions are such that health and safety are of major concern to the Village residents; Treaty Tribes; and the Federal, state and local governments.